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*Lower Living Costs in Cities: A Constructive Program for Urban Efficiency.* By CLYDE LYNDON KING. National Municipal League Series. New York: Appleton, 1915. 8vo, pp. viii+355. \$1.50.

After the gloom that lies so thick about most of the cost-of-living discussion, it is distinctly refreshing to find a bit of cheery optimism, and to be assured that these clouds can be put to flight. Professor King declares that "urban living costs are what we make them. To a large extent, they are the result of community inefficiency. Minimum living costs, particularly in densely populated centers, must mean social foresight and social efficiency and virility in public action, to the end that useless costs may be eliminated and sane, effective programs for social efficiency be carried into execution." "And the hopeful fact of the twentieth century is that in every American city countless forces are functioning joyfully toward transmuting these ideals into actualities."

Specifically: municipal markets and municipal regulation of the food supply "will assure minimum food costs to the future urban earner"; by municipal activity "waste through sickness and incapacity can be eliminated, and vitality increased and productive power furthered"; the city "can give recreational facilities to all city dwellers, to the definite enhancement of their happiness, well-being, vitality, and earning power"; "American cities can offer to all their workers housing conditions that make for a wholesome physical and social outlook at reasonable rentals"; certain "school readjustments will create a more efficient earner and a higher type of citizenry" and "city employment bureaus would supplement the work of the school systems and make available to our industries and preserve to society a vast total of human resources"; strict supervision of public utilities "with the alternative of municipal ownership will insure minimum utility costs and adequate service standards."

The writer of the book is assistant professor of political science in the Wharton School, and we may assume that he speaks advisedly within his own professional field. But, granting that the technique of municipal government has been worked out to the point where it furnishes an adequate machinery for carrying our ideals of popular well-being into effect, we should yet bear in mind the fact that these ideals are themselves, of necessity, extra-political in their origin. The assumptions upon which a governmental program rests are the conclusions of some sort of economics, sociology, ethics, aesthetics, sanitary or engineer-

ing science. It is, therefore, not impertinent for the workers in these other crafts to examine the character of that foundation. Professor King appears to overlook or to underestimate the intricacy of the economic considerations involved in many of the problems with which he is here dealing. It is more than doubtful if he could secure the endorsement of economists for many of the crisp dicta upon economic questions with which the book is strewn. Notably is this true of his belief that high land values cause high rents (pp. 8, 16, 255 ff.) and his way of reasoning that if *charges* are lowered there is a social saving of that amount, without feeling any burden of proving that *costs* have been lessened (pp. 75, 200, 253). He is distinctly the champion of the Consumer with a capital *C* (whoever he is), and is interested in the distributive rather than the productive aspects of his problem. It is entirely possible that this may be the correct position, and that cheap living is more important than economical production—in so far as the two can be separated—but one feels decidedly unsatisfied that the other side of the question is ignored.

The book is packed full of interesting accounts of what has been done or planned in various American cities. The even more glorious patterns of Germany are also set forth, to our shame. There is a wealth of instruction for the general reader who is desirous of learning what is the present status of discussion and experimentation along these various lines. Still, it seems not entirely adequate to be assured that "countless forces are functioning joyfully" toward this goal of lower living costs. My legs may function joyfully to climb Mount Everest, but disaster will follow if I miscalculate my footing, and the law of gravity will operate in spite of my wholly laudable intentions. One cannot help feeling that the author of *Lower Living Costs in Cities* has come to his conclusions rather because of an abundant faith in the ability of city bureaus to cure the ills of the people than upon an adequate diagnosis of those ills. What purports to be a solution proves, on second look, to be merely a statement of the problem to be solved. For example, we are told that "the avenues and agencies through which adequate housing programs have been and can be realized are: (1) efficient housing regulation and adequate public supervision; (2) housing ownership and operation by the public authorities; (3) public control of land values through land ownership and land taxation; (4) proper town planning, including transit and other utility facilities, with costs shorn of watered stock and other imaginary values; (5) an industrial readjustment that will minimize non-employment and further the movement toward decentralization in

urban populations; (6) encouragement of home ownership through co-operative organization and minimum building costs" (p. 246). Precisely! But what are "efficient" housing regulations and "proper" town planning? Where is the line to be drawn between "real and imaginary" values? And "housing ownership and operation by the public authorities" is a rather strong pill to give without sugar coating. With this "public control of land values" should go the "price regulation by an industrial commission," advocated on pp. 73 and 87.

One is constantly impressed with the fact that the book is written in a fine spirit of public service, and it certainly makes a strong appeal for alert and intelligent citizenship. The author speaks out of strong convictions and from a buoyant faith in the city's future, but this very zeal sometimes carries him into statements which are finely rhetorical rather than closely reasoned. Still, it is perhaps good pedagogy to overstate the case in order to catch the popular attention, and the easy style of the book will assure it a large audience and a helpful service.

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*Satellite Cities.* By GRAHAM R. TAYLOR. New York: Appleton, 1915. 8vo, pp. xviii+325. \$1.50.

Economic advantages, chief among which are lower land costs and greater room for expansion, have within the last twenty years caused a constantly increasing movement of factories out of the central districts of our large cities. Large manufacturing plants have sprung up in rapidly growing numbers upon the outer edge of our cities or even several miles away. Every detail of these plants themselves has been scientifically planned by experts. But Mr. Taylor emphasizes very strongly the fact that the towns and suburbs which necessarily spring up around these plants have not in any sense been scientifically planned. He makes a strong case to prove the gross neglect, and the evils arising from this neglect of the interests of the surrounding communities, the failure to provide adequate recreation grounds, meeting-places, and parks; the failure to apply the modern principles of street-planning and of building regulations, and the private exploitation of rapidly rising land values, and of the urgent needs of the laborers for dwellings.

Pullman is discussed as a typical example of the highly paternalistic industrial "satellite." Mr. Graham arrives at practically the same conclusion, in regard to Pullman, as Miss Jane Addams brings out so forcibly in a parenthetical chapter in which she compares the industrial power behind Pullman with King Lear, each through long-continued and conscious benevolence finally becoming incapable of allowing the objects of its benevolence to have any voice in their own affairs.